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ABSTRACT

In the 1990s, vocational training must focus on improving the qualifications and competence of Europe's work force. The need for skilled labor and managerial staff will increase considerably in many European countries. As Europe moves toward economic, social, and political union, vocational education comes into the picture at four levels simultaneously: local, regional, national, and European. This will doubtless lead to an increasing number of disputes over fields of competence. The immediate effects of the internal market on training and further training will be relatively minor. Instead of a mass migration (i.e., emigration), people with special qualifications will move in both directions. Mobility will be intraindustry as well as with respect to particular occupational groups, skills, and regions. Mobility will also emerge in the educational and vocational training systems. The indirect effects of the internal market will be more important than the direct. Pressure to obtain qualifications will increase. Vocational training is already crossing national frontiers. Efforts to establish a European vocational training policy have multiplied and intensified. Milestones along the long road to this policy will be the European vocational training passport and European job profiles. (Appended is information on the European Centre for the Development of Vocational Training.) (Contains 43 references.) (YLB)

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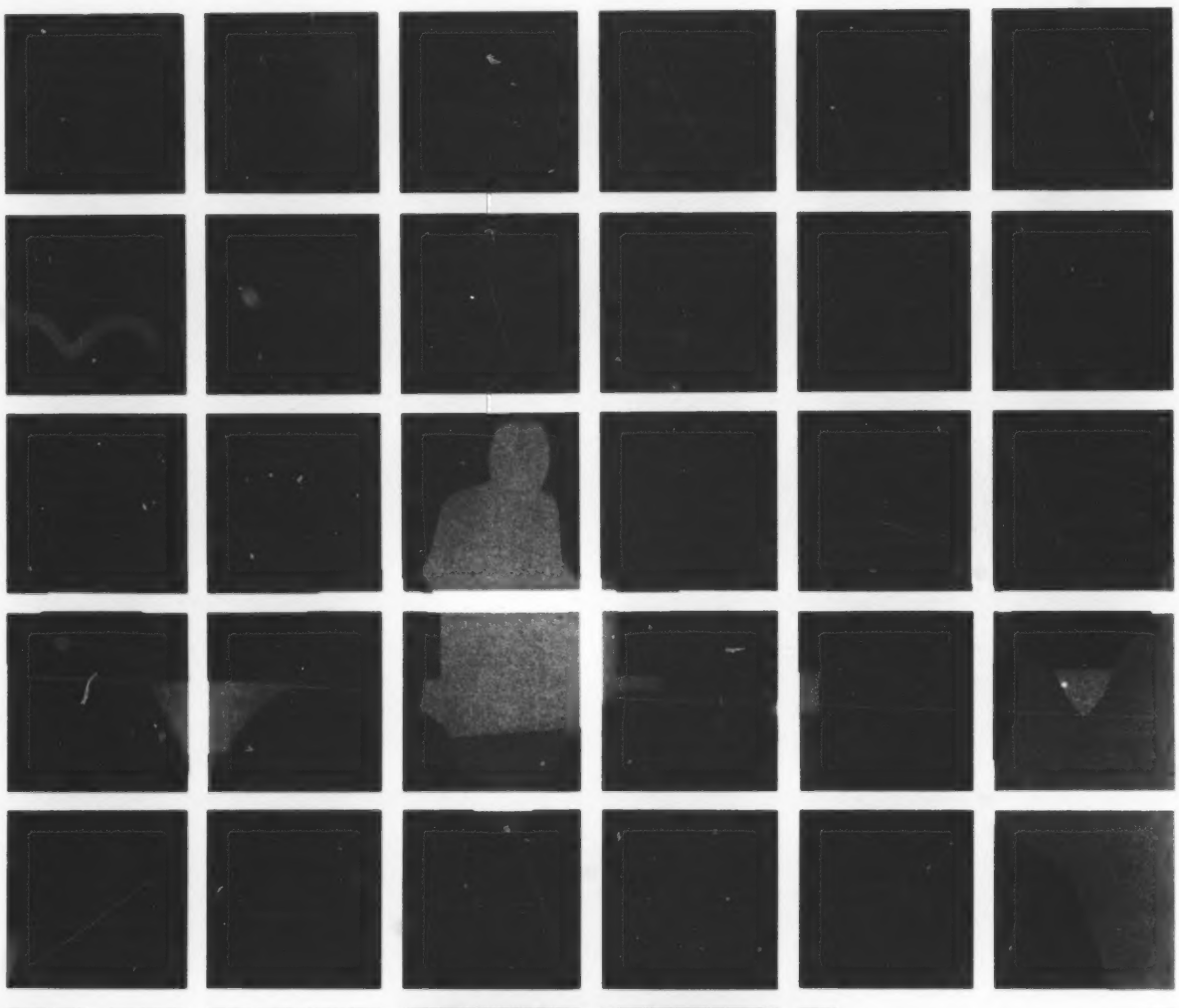

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Initial Training and Further Training in the Europe of the Nineties:

Current Trends and Perspectives for the Future

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1991

Foreword

Europe, like the United States and developed/developing nations throughout the world, is re-examining its capacity to prepare skilled workers for the workforce in the 1990s and beyond. The centrality of human resource development to economic and social goals is fully recognized by educational, labor, and political leaders throughout Europe. Dr. Ernst Piehl, Director of the European Center for the Development of Vocational Training (CEDEFOP) is a leading expert in education and training for employment.

CEDEFOP was established in 1975 for the purpose of developing vocational training for the member states of the European Economic Community (EEC). Further, CEDEFOP is responsible for assisting the EEC in encouraging, at the community level, the promotion and development of vocational training and inservice training.

It is a privilege to share with you Dr. Piehl's views on initial training and further development in Europe of the 1990s.

Ray D. Ryan Jr.
Executive Director

Initial Training and Further Training in the Europe of the Nineties:

Current Trends and Perspectives for the Future

Socio-Economic Developments in Europe

The *Europe of Vocational Training* must face up to the challenges of the '90s:

- Establishment of the *Single Market*
- Strengthening of economic and social cohesion
- Improvement in social rights in Europe
- Increases in mobility
- Opening up of the European Economic Community (EEC) to the outside–in particular, in the direction of the countries of Central and Eastern Europe

Against this background, the question of the acquisition of the necessary vocational knowledge and skills assumes particular significance. Vocational training must focus on improving the **qualifications and competence of Europe's workforce**, as it is the latter that is Europe's most important production factor.

There are signs that all countries must expect a clear decline in the need for unskilled workers and those with low-level qualifications. Only in Greece is this trend likely to be slight, due to the specific economic structure emerging there.

The trend away from unskilled workers and toward so-called *smart operatives* is worthy of note and will become more marked between 1992 and the end of the century. Clearly, the systems in place for general education, training, and further training will be affected by this phenomenon.

The need for **skilled labor** and **managerial staff** will increase considerably in many European countries, leading to growing competition within Europe for managers and qualified people in different specialist fields. The CEDEFOP* experts taking part in the scenario study, *1992*, noted in the course of interviews conducted in 1989 that there is a fear in Southern Europe that the "internal market may lead to a serious drain of highly qualified employees towards other Member States (*CEDEFOP Flash,* February 1990, p. 2)."

It may be possible to cure the above-average level of unemployment among **women** thanks to the better training that young women tend to receive these days. Despite this, however, there are still major social obstacles in the path of women wanting to assume gainful

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* For further information on CEDEFOP, see the appendix.

employment in many EEC Member States, particularly in respect to qualified positions. Obstacles also exist in the southern part of the EEC, where job opportunities are disappearing in branches of the economy that employ substantial numbers of family members.

Population figures show a clear **downward trend** in all EEC countries–except Ireland–in terms of the number of young people who will be entering the workforce during the '90s. The forecasted downturn in youth unemployment is also corroborated by efforts being made by both state and private institutions to provide facilities for obtaining qualifications in connection with new investments.

A group that will present particular problems for the European labor markets of the future is that made up of the **older wage earners**, for whom it will become increasingly difficult to find jobs. They will suffer from a combination of the effects of economic and demographic trends (*CEDEFOP Flash*, June 1988, edited by B. Sellen).

Political and Institutional Developments in the European Community

The year 1993 does not mark an end in itself, but it does denote an important interim step down the long and weary road to economic, social, and political union for Europe. The *four freedoms of the EEC* (free circulation of goods, capital, services, and human resources) have their roots in the Treaty of Rome, but it was only in 1985 that they began to be extensively applied to the EEC. What it is all about, in a nutshell, is "completion of the internal market" and "creation of a social dimension" in the EEC.

Like other important areas of policy, *vocational training*–and in the European sense, this means both initial training and further training–comes into the picture at four different levels simultaneously:

- ***Local level***, with the different points of training: in the workplace, in school
- ***Regional level***, e.g., the federal states (Länder) of the Federal Republic of Germany or the individual regions of Denmark
- ***National level***
- ***European level*** ,.i.e., the EEC

By 1993 at the latest, there is to be simultaneous coverage for all 325 million EEC citizens at these four policy levels. It is not a question of petty quibbling over areas of competence

or of power struggles, but rather of developing complementarity in conceptional terms and the political strength to engineer simultaneous implementation of ideas in different areas.

The **regions** will gain in importance as fields for action in respect to initial and further training. Structural change will, above all, manifest itself at this level, and it is here, too, that strategies will be launched to overcome the problems. The importance of the structural funds (the European Social, Regional and Agricultural Funds) of the EEC as a means of transfer of resources will grow. They are also designed to help people find jobs and live in the regions where they were born and where they are best able to flourish in cultural terms.

The **social dialogue** is to be conducted simultaneously at the company level, in the different branches of the economy, and at the local, regional, and European levels, the subjects being common major problems. This is essential, even if differentiated solution strategies must be sought. This means not only issuing joint declarations of intent, but also instituting a whole series of arrangements and framework agreements within the context of collective bargaining (in particular in the key area of further training) performed by employer and employee representatives on behalf of the workforce.

Against this backdrop, vocational training will be in the hands of the following **official bodies**: the regional, national, and EEC institutions, with the appropriate involvement of the social partners. This will doubtless lead to an increasing number of disputes over fields of competence, as often it is not a question of the finding of complementary solutions to problems but rather of the retention or fresh acquisition of political power. Thus, the legal powers of the European Court of Justice as the ultimate decision-making body will become increasingly important.

The Immediate Effects of 1992 on Training and Further Training

The immediate effects of the internal market on training and further training will be relatively minor. No really abrupt reorganization of tne national education and vocational training systems is expected; changes here will not be as radical as in the fields concerned with the movement of goods, capital, and services. Training and further training systems **tend toward longevity**, and we know from experience that reforms in this field take a considerable time to complete. Initial vocational training for skilled workers alone (e.g., in the traditional crafts and trades) goes back several hundred years. It is thus easy to understand that as we approach 1992, all we can hope for is, at best, a trend; under no circumstances is the completion of reform expected.

The principle to be applied to education and vocational training is *Diversity in Unity*, in the context of increasing rapprochement and comparability. What we must try to ensure, however, is that the gradually converging systems are oriented toward the highest possible quality standard and not toward middle-of-the-road or even minimum consensus. This is the only way the EEC can have a chance in competing with the United States and Japan.

There will be no fresh waves of **mass migration** in the EEC of the type seen in the '60s and the first half of the '70s. In fact, the flow of migrants seen in previous years have now largely come to a standstill. Italy has become a country to which former emigrants are now returning. Greece, Spain, and Portugal are no longer *net emigration nations*, although for Spain and Portugal, there could be a resurgence of migratory tendencies in 1993 if jobs in other Member States are no longer subject to the requirement of a work permit. Immigration from developing countries, however, is still subject to strict limitations (with the presumable exception of the united Germany).

A different form of mobility will play an increasingly important role in the EEC in the future. There will be a **constant stream of people with special qualifications in both directions.** But, in such instances, it will no longer be a case of mass migration. It will be intra-industry mobility, as well as mobility in respect to particular occupational groups, skills, and regions, which will, in addition, be frequently limited in terms of time. It will primarily involve managerial staff, technicians, engineers, members of the liberal arts professions, and scientists, but it will also involve qualified, skilled labor. This is something that is already to be found in the border regions (e.g., in the Saar-Lorraine-Luxembourg Triangle). In the medium-term, we will also be able to discern a clear trend toward maintaining two residences among those enjoying economic success, along the lines already common in large countries such as, for instance, the United States.

Alongside this mobility in terms of employment, we will also see **forms of mobility emerging in the education and vocational training systems**: exchange programs, jointly designed courses of study and training, cross-border training projects, and European training institutions. Varying conditions for admission to universities and other higher educational establishments, plus training grants and scholarships, will lead to a great *proportion of foreigners* among students in some countries (although most will be classifiable as countries of the internal market as of 1993). The influence of the ERASMUS and COMETT exchange programs will increase, and the programs themselves will be visibly expanded in quantity and improved in quality.

The Indirect Effects of 1992 on Initial and Further Training

The indirect effects of the internal market will be more important than the direct effects. The internal market will cause fewer new developments in the employment, education, and vocational training systems already in place but will speed up the course taken by some of them. It will act as a ***catalyst***. This will apply, in particular, to the increasingly important key qualifications and to the following: independent and creative thinking, action exhibiting a sense of social responsibility, cooperative activities, and ability to communicate.

The **pressure to obtain qualifications**, which has long been a noticeable phenomenon due to technological change and factors present in the world markets, will increase up to and beyond 1993. The effects of this concern all levels of qualifications. Courses of study, training, and further training are experiencing an extension of their curricula to include community-related subjects and foreign languages.

The additional asset of being able to speak and write two or more languages–or at least read and understand them–will take on greater importance in multilingual Europe than would be the case on other continents. Nor will this tendency be halted by the spread of "language computers," as the latter cannot replace person-to-person communication. In this respect, the new EEC LINGUA program, which is geared to the interests of both individual citizens and companies (i.e., to the benefit of both trainers and trainees) will spur on efforts toward multilingualism considerably.

It will no longer be possible to acquire additional and *new* qualifications through what we know from experience is the long and drawn-out system of basic training; **further training** will take on decisive importance in terms of employment opportunities. Knowledge and skills, once acquired, need constant renewal. Further training on an annual basis will become the norm in larger companies and administrations. The nineties will go down in European history as the decade of further training.

The acquisition of vocational and social qualifications will no longer take place in a given country exclusively. These qualifications will serve more and more frequently as a means of employment in countries other than the one in which they were acquired. Vocational training is developing into an increasingly **trans-frontier affair.** The qualifications gained will become increasingly convertible. The EEC program for widespread promotion of further training (submitted for consideration in 1989 and adopted at the end of May 1990) and, in particular, the right of workers to further training if they are made redundant, provides a useful framework for trans-national cooperation and community projects. Hopefully, this FORCE program will become operational very shortly.

We will be faced with a rapidly expanding **European market in further training**–a market whose scope for development is based upon, above all, the use of new systems of informatics [information technology] and training media. The main contenders for shares of this *market in training without frontiers* will be media groups and private and semi-state-owned institutions. At the same time, radical developments are taking place in the fields of educational technologies and training media (e.g., via satellite broadcasting of communitywide television programs), which will have a decisive influence on events in the market and cause current systems of public and legal control to be queried.

Current Perspectives for European Training Policy

Since the mid-'80s, we have seen a multiplication and intensification of **efforts to establish a European vocational training policy**, and it is no coincidence that this trend has emerged since the EEC's president, Jacques Delors, announced his wide-ranging *Project 1992*. Currently, these efforts can be observed in three, largely complementary areas.

First, the EEC is developing, often with the support of the European Parliament, a series of **European programs** in the field of general education and vocational training (ERASMUS, COMETT, LINGUA, PETRA, FORCE, EUROTECNET, IRIS, etc.). The importance of these programs to young people with a university background and to the *world of qualified manpower* will increase in the '90s. Additional programs are also being planned, such as ERASMUS JUNIOR for exchanges of young people in the education system and young adults undergoing vocational training.

Second, the EEC, in collaboration with a number of Directorates-General, is promoting measures in the context of vocational training through the **two major structural funds:** the Regional Fund and the Social Fund. The resources of these latter, earmarked for vocational training initiatives, will be doubled between now and 1993 and will be concentrated on the following four areas.

- Promotion of development in the most disadvantaged regions
- Promotion of restructuring in regions in a situation of economic decline
- Combatting of long-term unemployment among young people in all parts of the EEC
- Development of the rural areas

Third, the European Centre for the Development of Vocational Training (CEDEFOP) has since 1985 been constantly expanding its three-field role: coordination of research, support

for the EEC, and provision of a stage for the most important actors (i.e., the social partners). This it does, in particular, through its work on comparability/equivalence of certificates to facilitate free circulation of manpower and qualitative improvement in standards. Other concrete contributions by CEDEFOP to vocational training in Europe include–

- European information, documentation, and database networks
- Forums for national research institutes
- Study visit programs for those involved in vocational training (i.e., the social partners)
- European prize for the best television production on training and further training
- European manual for vocational advisors

Other milestones along the long road to a European vocational training policy will be (1) the *European vocational training passport* and (2) the *European job profiles*. According to Herrmann Schmitt, the European vocational training passport will be required in order to verify three ingredients:

- ***Completion of vocational training*** (diploma, certificate), verifiable via the *equivalent qualifications* for which *European* descriptions of certain occupations exist
- ***Occupational duties***, defined not by the employer but via the precise description of the tasks to be performed
- ***Further training–both formal and informal***, excluding courses of less than one week in duration (but including instances in which material is divided into a series of weekend courses)

CEDEFOP will probably be producing the European job profiles for key areas in the following sectors: metalworking and the electrotechnical trades, tourism, clerical occupations, the building trades, and agriculture.

One thing is certain and that is that there will be a European vocational training policy for the millions going through the **training and further training systems** that is ***more*** than the promotion of scattered activities, however important, and ***more*** than the development of significant concepts, ***only*** if this is what an increasing number of people affected by it want. The following also holds true for the *Europe of vocational training:* A Europe for its citizens will not be created solely through activities emanating from political, economic, or scientific circles. A personal contribution will be necessary from many people in business life and from men and women actively involved in the unions.

Appendix

European Centre for the Development of Vocational Training (CEDEFOP)

CEDEFOP—the European Centre for the Development of Vocational Training—was established by a Decision of the Council of the European Communities in 1975 and is managed by a Management Board on which the social partners, the governments of the members states, and the Commission are represented. Based in Berlin, Germany, CEDEFOP provides the European Commission with technical assistance in its efforts to promote a common vocational training policy, as well as in its management of specific vocational training programs. CEDEFOP has 70 officials, drawn from all 12 Member States.

The specific tasks of CEDEFOP include the following:

- To assist the Commission in encouraging, at a European Economic Community (EEC) level, the promotion and development of vocational training and continuing education
- To compile documentation comprising, among other things, progress reports and recent research studies in relevant fields
- To contribute to the further development and coordination of research in relevant fields
- To foster the exchange of information and experience
- To disseminate information and documentation
- To encourage and support initiatives facilitating concerted action in solving vocational training problems

CEDEFOP's Action Guidelines provide for six permanent activities: (1) information and documentation; (2) publications; (3) updated descriptions of vocation training systems and structures; (4) comparability of vocational training qualifications between EEC Member States; (5) study visits for vocational training experts; and (6) a forum for national training research institutes. The guidelines also provided for six priority research areas for the period 1986-1988:

- Projects in the Mediterranean countries, particularly linked with the expansion of the EC to include Portugal and Spain as well as Greece
- Initial and continuing training provision for the unemployed and those threatened with unemployment
- Development of qualifications, work organization, and training programs
- Employment of new technologies in initial and continuing training

- Training of teachers and trainers and development experts
- Vocational training in the context of regional and local development

The Action Guidelines for 1989-1992 will focus on activities and themes related particularly to the creation of a single European market in 1992. These will include research and development with a view to effectively realizing the free movement of persons and improving occupational profiles at the EEC level; and activities to promote the transnational exchange of innovative vocational training concepts.

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The mission of the Center on Education and Training for Employment is to facilitate the career and occupational preparation and advancement of youth and adults by enhancing the Ohio State University's capacity to increase knowledge and provide services with regard to the skill needs of the work force.

The Center fulfills its mission—both nationally and internationally—by conducting applied research, evaluation, and policy analyses and providing leadership development, technical assistance, and information services pertaining to:

- the impact that changing technology in the workplace has on the delivery of education and training
- the quality and outcomes of education and training for employment
- the quality and nature of partnerships with and between education, business, industry, and labor
- opportunities for disadvantaged and special populations to succeed in education, training, and work environments
- short- and long-range planning for education and training agencies
- approaches to enhancing economic development and job creation

The Ohio State University